

## Message Text

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73

ACTION EUR-12

INFO OCT-01 ISO-00 SCA-01 VO-03 L-02 CIAE-00 FBIE-00

INSE-00 NSAE-00 CPR-01 EB-07 SCS-03 PM-03 NSC-05

SP-02 SS-15 INR-07 /062 W

----- 080388

P R 171121Z MAY 75

FM AMEMBASSY MOSCOW

TO SECSTATE WASHDC PRIORITY 291

INFO AMCONSUL LENINGRAD

AMEMBASSY WARSAW

C O N F I D E N T I A L MOSCOW 6834

FOR EUR/SOV

E.O. 11652 GDS

TAGS: PFOR, CVIS, UR, US

SUBJ: VISA RECIPROCITY: EXIT AND REENTRY OF DIPLOMATS AT  
BREST - EMBASSY COMMENT

REFS: (A) MOSCOW 6815 (B) MOSCOW 13767, 9/10/74 (NOTAL)

(C) MOSCOW 11919, 8/3/74 (NOTAL)

1. WHILE CHANGE IN MFA PRACTICEREPORTED REF A MAY HAVE BEEN PROMPTED IN PART BY MFA UNHAPPINESS OVER OTHER MATTERS SUCH AS NONISSUANCE OF VISAS BECAUSE OF SAN FRANCISCO STAFFING CEILING, THERE WERE NO SUCH PERCEPTIBLE SIGNALS AT MAY 16 MEETING AT CONSULAR ADMINISTRATION. WE DOUBT THAT CHANGE WAS PROMPTED BY ANNOYANCE OVER CLERICAL BURDEN OF LARGE NUMBER OF EMBASSY REQUESTS FOR TRAVEL THROUGH BREST, AS MFA'S CHANGE IN PRACTICE APPARENTLY INCREASE RATHER THAN DECREASES CLERICAL WORK FOR SOVIETS. AS SUGGESTED REF A, WE ARE INCLINED AT PRESENT TO SPECULATE THAT CHANGE WAS PROMPTED PRIMARILY BY DESIRE OF MFA CONSULAR ADMINISTRATION OFFICER F.A. AGANIN TO HASSLE THE AMERICANS.

2. WHILE SUCH UNILATERAL CHANGE WITHOUT CONSULTATIONS

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VIOLATES SPIRIT OF COOPERATION IN AGREEMENTS ABOUT ALTERNATIVE

PORTS OF ENTRY AND EXIT, MFA ACTION DOES NOT VIOLATE LETTER OF AGREEMENT ABOUT ALTERNATE PORTS FOR CERTAIN DIPLOMATS (REF B AND PREVIOUS). MFA CHANGE IN PRACTICE WITH REGARD TO BREST, HOWEVER, RENDERS AGREEMENT UNSATISFACTORY. AGREEMENT PROVIDES FOR ROUTING GRANTING OF NEW YORK - DULLES - ROUSES POINT; FOR MOSCOW - LENINGRAD - VYBORG, BUT EMBASSY PERSONNEL VERY SELDOM USE LENINGRAD. FROM OUR STANDPOINT, MAIN ATTRACTION OF THREE-FOR-THREE AGREEMENT WAS POSSIBILITY OF REDUCING NEED TO SUBMIT PASSPORTS TO MFA FOR CHANGES OF PORTS ON VISAS. WHILE APPLYING TO MFA FOR CHANGES OF PORTS IS BURDENSOME, IMPENDING SITUATION IN WHICH EMBASSY PERSONNEL WILL BE DEPARTING USSR WITHOUT DOCUMENTATIONS FOR RETURN THROUGH DESIRED PORT IS WORSE. IN OTHER WORDS, IT IS MORE BURDENSOME TO ALL CONCERNED FOR TEN OF OUR PEOPLE TO BE COMPELLED TO PURSUE SUCH MATTERS THROUGH U.S. AND SOVIET EMBASSIES IN WARSAW THAN FOR THIS EMBASSY TO SUBMIT TO MFA HERE 100 APPLICATIONS FOR CHANGES OF PORTS.

3. IN PURSUING GENERAL QUESTION OF ALTERNATIVE PORTS WITH MFA WE ARE AT SOME DISADVANTAGE IN THAT, FOR REASONS OF GEOGRAPHY, WE MAKE MUCH MORE USE OF SECONDARY PORTS THAN DO SOVIET DIPLOMATS IN U.S. SOVEMBASSY HAS NOTHING COMPARABLE TO OUR LARGE VOLUME OF TRAVEL THROUGH VYBORG.

4. HOWEVER, SOVIETS ALSO HAVE VULNERABILITIES IN THAT AEROFLOT HAS SCHEDULED FLIGHTS TO BOTH JFK AND DULLES, WHILE PANAM SCHEDULED FLIGHTS SERVE SHEREMETEV ONLY. (PANAM CHARTER FLIGHTS TO LENINGRAD ARE NOT NUMEROUS.) SOVIET DIPLOMATS THEREFORE USE BOTH JFK AND DULLES EXTENSIVELY, AND AGREEMENT FOR TWO ALTERNATIVE PORTS FOR AIRCRAFT CREWMEN (REF C AND PREVIOUS) IS CONSIDERABLY MORE BENEFICIAL TO SOVIETS THAN TO U.S. SIDE AT THIS TIME. AGREEMENTS FOR AIRCRAFT CREWMEN AND DIPLOMATS WERE NEGOTIATED TOGETHER INITIALLY IN ANTICIPATION OF AEROFLOT SERVICE TO DULLES, AND IT SEEMS LEGITIMATE AND IN OUR INTEREST TO KEEP BOTH AGREEMENTS LINKED IN ANY TALKS WITH MFA.

5. IN RESPONSE TO MFA CHANGE IN PRACTICE WITH REGARD TO REENTRY THROUGH BREST, EMBASSY PROPOSES TO PHONE MFA AT HIGHER LEVEL AND CALL ATTENTION TO INCONVENIENCE CAUSED BY CONFIDENTIAL

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CHANGE IN PRACTICE MADE UNILATERALLY BY CONSULAR ADMINISTRATION WITHOUT PRIOR NOTICE OR CONSULTATION. SUGGESTING THAT MFA CHANGE VIOLATES SPIRIT BUT NOT LETTER OF AGREEMENTS, EMBASSY WOULD REQUEST THAT MFA CONTINUE PAST PRACTICE PENDING MUTUALLY-SATISFACTORY AMENDMENT OR BROADENING OF AGREEMENT FOR ALTERNATIVE PORTS FOR DIPLOMATS. EMBASSY WILL MAINTAIN THAT IT DOES NOT WISH TO NEGOTIATE THE MATTER UNDER DURESS, AND WILL STATE THAT, IF MFA DECLINES TO CONTINUE TO

FACILITATE ROUNTRIP TRAVEL THROUGH BREST FOR AMERICAN EMBASSY EMPLOYEES PLANNING SUCH TRAVEL THIS MONTH AND NEXT, USG WILL HAVE TO REEXAMINE WHETHER AGREEMENTS FOR ALTERNATIVE PORTS FOR DIPLOMATS AND AIRCRAFT CREWMEN ARE BENEFICIAL TO U.S. SIDE.

6. IF MFA CONTINUES TO REFUSE, THEN EMBASSY AND DEPARTMENT SHOULD IN FACT CONSIDER WITHDRAWING FROM BOTH AGREEMENTS, GIVING APPROPRIATE ADVANCE NOTICE OF INTENT TO DO SO. U.S. SIDE COULD THEN ENDEAVOR TO START FROM BEGINNING TO NEGOTIATE NEW ALTERNATIVE PORTS OF ENTRY AGREEMENT, ASPIRING TO OBTAIN ON RECIPROCAL BASIS MORE LIBERAL TREATMENT NOW ENJOYED BY OTHER NATO EMBASSIES. IN INTERIM EMBASSY WOULD CONTINUE TO GRANT NEW YORK - DULLES TO AEROFLOT AIRCRAFT CREWMEN ON AD HOC BASIS. DURING INTERIM EMBASSY WOULD ENDEAVOR IN ABSENCE OF AGREEMENT TO OBTAIN BOTH EXIT AND REENTRY VISAS FOR DESIRED TRAVEL, FOR LESS THAN THREE PORTS IF NECESSARY; AS INDICATED PARA 3 ABOVE, SUCH SITUATION WOULD BE PREFERABLE TO IMPENDING HASSLE FOR TRAVELERS TO WARSAW.

7. PLEASE CONCUR IN PARA 5 ABOVE OR ADVISE.  
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## Message Attributes

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**Capture Date:** 01 JAN 1994  
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**Copy:** SINGLE  
**Draft Date:** 17 MAY 1975  
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**Disposition Case Number:** n/a  
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